

REPORT - PLANNING COMMISSION MEETING
February 27, 2003

Project Name and Number: Irvington Draft Concept Plan (PLN 2001-0315)

Applicant: City of Fremont

Proposal: Adoption of a vision and long-range plan for the commercial core of the Irvington District

Recommended Action: Recommend Approval to the City Council

Location: Irvington Planning Area

Assessor Parcel Number(s): DNA

Area: DNA

Owner: DNA

Agent of Applicant: DNA

Consultant(s): Design, Community & Environment – lead consultant
Bay Area Economics – economic consultant
Fehr & Peers – traffic consultant

Environmental Review: A Negative Declaration is proposed

Existing General Plan: Primarily Community Commercial (see Figure 1-1)

Existing Zoning: Primarily Community Commercial (Irvington Overlay), Neighborhood Commercial, Light Industrial, Various Residential Designations (see Figure 1-2)

Existing Land Use: Primarily Office, Retail, Industrial and Housing (see Figure 1-3)

Public Hearing Notice: Public hearing notification is applicable. A total of 388 notices were mailed to owners and occupants of property within the Irvington Concept Plan area. The notices to owners and occupants were mailed on February 14, 2003. A Display Ad was delivered to The Argus on February 11, 2003 and was published on February 17, 2003. A Public Hearing Notice was delivered to The Argus on February 12, 2003 to be published on February 17, 2003, but due to an error by The Argus, will be published on February 22, 2003.

Executive Summary: In January 2000, staff began work on the Irvington Concept Plan, a long range plan to revitalize the historic commercial area in the Irvington District. After selection of an urban design consultant for the project, seven public workshops, an update presentation to the City Council in January 2002, and a Planning Commission study session in December 2002, the consultant has prepared the enclosed Draft Concept Plan for consideration. Among other things, the Plan envisions a pedestrian-oriented retail spine along Bay Street and Main Street, higher density development around a future BART station, and mixed-use development and higher density residential development in areas along Fremont Boulevard, Grimmer Boulevard, Main Street and Bay Street. The Draft Concept Plan was completed prior to the termination of the Monument Center Redevelopment Project; staff has therefore proposed minor modifications to the Draft Concept Plan to reflect that the project is no longer active and to reiterate the redevelopment objectives that had been approved for the project.

The City will need to make substantial changes to the current zoning of the properties in the Concept Plan area both to allow and encourage development consistent with the vision of the Plan. For example, the mixed-using housing development and higher density residential development envisioned in the Draft Concept Plan is currently not permitted.

The Draft Concept Plan itself makes no specific changes in existing regulations and the adoption of the Plan will not in itself lead directly to higher density development, mixed-use development and/or housing development. However, adoption of the Draft Concept Plan would provide policy direction to staff to pursue rezoning of property consistent with the Draft Concept Plan. Staff recommends adoption of the Draft Irvington Concept Plan as modified to reflect the termination of the Monument Center Redevelopment Project.

Background and Previous Actions: In April 2000 the City Council directed staff to prepare a Concept Plan for the commercial core of the Irvington District, with the understanding that the project would begin in Spring 2001. The Draft Irvington Concept Plan is a long-range plan to revitalize the commercial area that addresses urban design, land uses, circulation, parking, historic preservation, economic development, market feasibility and implementation strategies. An urban design plan was prepared for the Irvington District in 1987. It recommended certain improvements to the community, many of which have been implemented in the past 15 years, including the Irvington entry signage and streetscape improvements at the Five Corners intersection (Fremont Blvd./Bay St./Washington Blvd./Union St.). The Draft Irvington Concept Plan updates and expands upon that previous urban design plan, taking into consideration a number of pending public projects in the Irvington district that present new opportunities.

The Draft Concept Plan process began in January 2000 with the issuance of a Request for Qualifications. Design, Community & Environment (DC&E) was selected from the eight firms submitting qualifications. The consultant team also includes Bay Area Economics as the economic consultant and Fehr & Peers as the traffic consultant. In addition to City staff and the consultant team, the Irvington community members were active partners in the planning process.

Through a number of stakeholder interviews and background research, the consultant prepared an Existing Conditions Report and an Economic Existing Conditions Report as the starting point for the planning work. The following community workshops provided an opportunity for the community to shape the vision for the district and refine the planning work products:

- Workshop #1 (September 19, 2001): community members participated in a visioning exercise to develop the vision and goals for the Draft Concept Plan.
- Workshop #2 (November 1, 2001): Developers, restaurateurs and commercial real estate brokers discussed Irvington's potential for future development.
- Workshop #3 (November 15, 2001): community members created alternatives for achieving the Draft Concept Plan Vision and Goals.
- City Council Staff Report Update (January 29, 2002): staff presented and received feedback on the draft vision statement and Concept Plan goals and an overview of different development alternatives.
- Workshop #4 (January 31, 2002): community members provided comment on three development alternatives produced from the previous workshop.
- Workshop #5 (April 24, 2002): community members provided input on redevelopment objectives for the 6-acre Monument Center redevelopment site.
- Workshop #6 (May 15, 2002): community members provided comment on the draft preferred development alternative, produced with the input from workshop #4.
- Workshop #7 (October 23, 2002): the Draft Concept Plan was presented to the community.

In addition to these workshops, the consultant and staff worked with property owners along Bay Street to develop the conceptual design for the Bay Street streetscape project that is contained in the Draft Concept Plan.

Staff presented the Draft Concept Plan to the Planning Commission on December 12, 2002. The Commission did not suggest any significant revisions to the Plan. Staff also presented the Draft Concept Plan at an Irvington Business Association general membership meeting on November 26, 2002. Although no pattern of concern arose at these meetings, comments have been made in regard to potential traffic impacts and the impacts on current property owners and local small businesses of the implementation of the plan. Some concern has been expressed about potential displacement of small business people and of additional regulations on property.

Project Description:

The Concept Plan Area primarily follows the Irvington Redevelopment Area boundary, with the exception of two residential neighborhoods (South of Carol Avenue, and North of Chapel Way and High Street). These areas were not included in the Concept Plan Area because those areas are likely to remain unchanged.

The Plan is divided into four main sections: vision and goals, development concepts, design guidelines, and plan implementation. These sections are briefly summarized below.

Vision for the Irvington District

As described in the plan:

“Irvington will be a walkable neighborhood with shopping and dining opportunities available to both local residents and the larger community. The heart of Irvington is the Five Corners. The historic character, commercial opportunities and pedestrian scale of this area will provide the impetus for future development . . . “

New commercial development in Irvington will include unique shops and restaurants offering a range of choices to residents of the district, the city of Fremont and the region. Stores and offices located on Irvington’s commercial streets will be enhanced by well-designed pedestrian amenities such as landscaping, attractive sidewalks, benches and street lamps. These features will contribute to safe and walkable streets.

The Plan also seeks to integrate a future BART station into Irvington’s overall fabric, and to build on the new visibility and access that a BART station would bring to the District. Although a BART station would certainly add new energy to the District and perhaps encourage new development to occur sooner, the plan is not predicated on a new BART Station, and much of the vision can be achieved without it – albeit probably in a somewhat elongated time frame.

Concept Plan Goals

The Draft Plan includes the following goals:

1. Develop an identity for Irvington that reflects Irvington’s history and distinguishes it from other Fremont districts.
2. Improve the overall appearance of the neighborhood and commercial district.
3. Encourage revitalization of underutilized parcels and buildings, including historic buildings and neighborhood features.
4. Attract unique shopping, dining and neighborhood services to Irvington.
5. Provide an integrated, safe and well-designed pedestrian and bicycle network, including access to Laguna Creek, Central Park and other recreational amenities.
6. Minimize the impact of through-traffic to the degree feasible while meeting circulation needs.
7. Improve streetscape design in Irvington.
8. Develop parking facilities that meet commercial and residential needs.
9. Improve bus service and scheduling to meet the needs of Irvington residents.
10. Integrate the potential future BART station and accompanying residential and commercial development into Irvington.

Development Concepts

The development concepts were based on the following assumptions about the future of Irvington:

- The Washington Grade Separation will be constructed as generally approved by the City Council, including modification to the location of railroad tracks, revised circulation on some adjacent streets and raising Driscoll/Osgood Road to intersect with Washington Blvd;
- There will be land use impacts associated with the grade separation, including the loss of Washington frontage for some parcels and the demolition and/or relocation of some structures;
- An Irvington BART station will be built (as noted above, although the plan assumes a station will be built, the plan is not dependent on a station being built);
- Monument Center will be redeveloped by private property owners and businesses over time, consistent within the general redevelopment objectives provided by the Redevelopment Agency in its now terminated efforts to redevelop the site;
- Fremont Boulevard will be widened south of Washington Boulevard, consistent with plans approved by the City Council;
- Development and new public infrastructure development should be pedestrian oriented: buildings oriented to the street with ground floor retail uses on key streets, attractive and wide sidewalks with high quality street furniture, minimal interruptions in building frontages (parking impacts minimized), etc.;
- The current auto-carrying capacity of major arterials (Fremont, Washington and Grimmer) will be maintained.

Some Plan assumptions have changed since the Draft Concept Plan was produced in October. For example, the Monument Center redevelopment project has been terminated due to uncertainties about available public funding for redevelopment projects. Those same uncertainties may delay development of a BART Station. Other assumptions could change as the local and state budget unfolds; however, being a twenty-year plan, the assumptions underlying the Draft Concept Plan remain valid.

The overall development concept for Irvington is to build upon the historic character and to take advantage of the new opportunities that will be presented by some of the changes that are slated to occur, as described under the "assumptions". The Plan identifies the Five Corners area as the heart of the district, with an enhanced Bay Street at its core. Over time, the Plan also foresees Main Street, a currently underutilized and somewhat hidden opportunity, becoming a strong pedestrian-oriented corridor of mixed uses linking Bay Street and Five Corners to the future BART Station. With the goal of establishing a walkable commercial core, the Plan also foresees some relatively underutilized properties – especially those on the edge of the existing commercial district – transitioning to residential or mixed use.

The Plan divides the overall area into eight focus areas, with recommendation tailored to each area as described below.

- A. Bay Street/Monument Center.** The Plan emphasizes revitalization of the area along Bay Street extending from Papazian Way to Fremont Boulevard. This area would be the heart of the historic commercial core of Irvington. Bay Street property owners are envisioned to make gradual improvements to their properties with some intensification of buildings over time. Parking in the area would be provided through joint facilities, with one identified site being the current Post Office employee parking lot. New buildings would be built to the edge of the sidewalk, with retail ground floor space, and common design features guided by proposed design guidelines. The Plan also includes a concept for the planned streetscape and utility undergrounding project for Bay Street, which could be the catalyst public improvement project for the area. The streetscape concept would encourage property owners to utilize their front yards for buildings, patios, landscaping and other amenities, rather than parking.

For Monument Center, the Redevelopment Agency board approved redevelopment objectives as part of the now terminated Monument Center Redevelopment Project. These objectives include a retail and pedestrian-oriented environment on Bay Street, an overall commercial orientation, a mix of uses including housing, additional parking to serve adjacent businesses, and use of high quality design and materials. Staff has modified relevant portions of the Draft Concept Plan (see Exhibit B) to reflect the termination of the Monument Center Redevelopment Project, but believes the objectives for the area adopted by the City remain valid for any private redevelopment of the site and recommends including them in a revised plan as shown in Exhibit B.

The Draft Concept Plan also considered a range of circulation options for Bay Street, but concluded that retaining the existing circulation and parallel parking was the most feasible approach, but with an enhanced pedestrian environment as shown in the detailed street sections and sketches for Bay Street.

- B. Washington/Main Triangle.** The Draft Concept Plan envisions substantial new development over the entire block bounded by Washington Boulevard, Union Street, Main Street, and Roberts Avenue. The Plan identifies this area as critically important due to its visible prominence at Five Corners at the heart of Irvington. Because of its importance, the Draft Plan envisions a new “destination building” at the Five Corners intersection that “commands a significant architectural presence”. It might be the home of a theater, an upscale restaurant or a unique retail tenant. The vision for the remainder of the block consists of a unified development of mixed-use buildings with ground floor retail on Main Street and office or residential above. The Plan recommends retaining the existing 1920s-era theater building, calling for it to be rehabilitated for any number of possible uses, including upper floor residential. Parking for the block would be provided from a shared parking lot and structure on the interior of the block. Across Union Street at the Five Corners intersection, the Draft Concept Plan calls for the area south of the current Blockbuster building to become a well-landscaped plaza that creates a visual connection to the Irvington Monument Plaza. The Plan identifies creek restoration opportunities in the vicinity of the plaza as well.
- C. Main Street.** Probably one of the most significant and hard to visualize changes recommended in the Concept Plan is for Main Street. The grade separation project and the proposed BART Station are expected to be the impetus for Main Street to become a mixed-use commercial street and the focal point of a transit-oriented neighborhood. Main Street would eventually join with Bay Street as part of a continuous pedestrian-oriented commercial district extending from BART to Papazian. The portion of Main closest to BART could be developed in a similar manner and scale to the higher intensity mixed-use development described in the “Washington/Main Triangle” section above. Buildings could be two to three stories tall, built to the back of the sidewalk, and served with shared parking facilities. One idea for parking that emerged from the Draft Concept Plan is to build a parking structure that could be accessed from the Washington overcrossing and that could serve both BART and local developments, bringing more foot traffic to Main Street. An important public improvement contemplated for this area is a streetscape project similar to what is being planned for Bay Street.
- D. BART.** Staff worked closely with BART to evaluate possible BART station sites and layouts, with the end product being the draft station design concept included in the Draft Environmental Impact Report (DEIR) for the Warm Springs Extension project (due out in April, 2003). The BART Station diagram shown in the Concept Plan was prepared before the concept for the Station was finalized for the DEIR, but is substantially similar in its overall approach. The Station design allows for pedestrian and vehicular access from both the west and east sides of the railroad tracks, with each side having a different purpose: the east side is intended as the main vehicular access point, especially for transit, drop-off and long-term parking; the west-side is intended to be more local and pedestrian focused, with only mid-day parking and somewhat more circuitous access for vehicles. The west side of the Station invites patrons from the north side of Washington Boulevard through an extended Main Street under the Washington overcrossing. The orientation could enhance transit-oriented development opportunities on Main Street and in the area that is currently between the tracks (see below, Subarea E). The majority of BART customers would access the station from parking lots and area for “drop-offs” at Osgood Road with a pedestrian bridge over Osgood Road. The historic Gallegos Winery ruins is not addressed in the Draft Concept Plan. While an Irvington BART Station would certainly encourage and speed the changes along Main Street and other development envisioned in this plan, those changes could happen with or without a BART Station and would be an enhancement to the overall character of the District.
- E. Railroad Realignment.** The Draft Concept Plan sets a vision for the swath of property that will be more easily accessed when the railroad tracks are realigned as part of the Washington grade separation project. Because some important details of the railroad realignment have not been finalized, the Draft Concept Plan deals with this area very generally. It envisions high-density housing (30-40 du/acre) near BART with compact but less dense housing (20-30 du/acre) further from BART. A multi-use pedestrian / bicycle trail could link the BART station and the Irvington district more generally to the Central Park.

- F. Grimmer South.** For this area, a mixture of commercial and multi-family and mixed-use development is shown on a number of parcels along Grimmer Boulevard, including the Tri-City Garden store, Cloverleaf Bowl and the Fremont Center. These parcels are large, located on a major arterial, and are surrounded by commercial and multi-family housing, creating an opportunity for much more intense development with flexibility in the uses supported in the marketplace. The Plan calls for streetscape improvements to Grimmer.
- G. Fremont Boulevard.** The area along Fremont Boulevard between Irvington Avenue and Carol Avenue was studied late in the Draft Concept Plan process when it was realized that there were a number of development opportunities along this important entrance to the Five Corners. The Plan validates the trend occurring along Fremont Boulevard of multi-family infill developments. Irvington Avenue would ultimately mark the end of the commercial area extending from the Five Corners, and new development at this intersection could include ground floor commercial to the extent it is supported in the marketplace.
- H. Creek Restoration.** The Plan identifies some improvements consistent with what has been recommended in the City of Fremont Laguna Creek Basin Reconnaissance Study and Water Quality Enhancement Plan.

Design Guidelines

The Draft Concept Plan identifies Bay Street, Main Street (including the extension to the BART station and to Roberts Avenue), Papazian and Trimboli as pedestrian-oriented streets and provides guidelines that address building setback, building rhythm, building facades, building materials, signs, awnings, lighting, parking lots, parking structures, private plazas and open space, and single-family home conversions. See Chapter 4 for the specific guidelines.

The Draft Concept Plan identifies Grimmer, Fremont and Washington Boulevards, Roberts Avenue and Carol Avenue and Adams Avenue (between Fremont and Roberts) as major streets with guidelines to provide for safe and aesthetic street frontages while retaining their function as primary vehicle corridors. See Chapter 4 for the specific guidelines.

The guidelines in the Draft Concept Plan are intended to replace the current design guidelines developed in 1993. Modifications in the underlying district would be necessary before the Guidelines would be effective.

Plan Implementation

The Draft Concept Plan identifies regulatory changes needed to implement the Plan and describes public improvements, economic development strategies and funding sources that will be needed to achieve full realization of the Plan. As noted elsewhere, adoption of the Plan will establish general direction and policy guidance, but implementation of the Plan is dependent on adoption of revisions to the zoning ordinance and General Plan, as described further below. Plan implementation includes the following.

General Plan and Zoning Changes: The General Plan and Zoning Map need to be amended in order to incorporate the land uses envisioned in the Draft Concept Plan. The development concepts included in the Draft Concept Plan are generally not permitted under current zoning, and while the Plan provides a vision of how zoning should change, it does not create new entitlements for investors and developers. A prospective developer seeking to build a project consistent with the Draft Concept Plan would need to complete process of applying for a General Plan Amendment and Zoning Map change in order to seek approval for the project. If the Draft Concept Plan is adopted, the City intends to pursue rezoning properties in a comprehensive fashion to provide increased certainty about the City's policies and intent to the developer, tenant, property owner and investor communities. In general, where regulatory changes in the existing commercial district are recommended, they will be "permissive"; i.e., allowing for new uses while still permitting whatever is currently allowed under the existing land use designation. This should increase property owner flexibility and add value to existing properties. Figure 5-2 identifies the areas that are affected by implementation of the rezoning recommendations of the Draft Concept Plan. Among the zoning changes recommended would be the following:

- Mixed-use zoning. For certain areas, the zoning will be modified to permit mixed use development to allow for some residential development in a format that would retain ground floor retail/commercial development in key locations. The new standards for mixed-use should also address parking requirements and define live-work spaces.
- Planned districts for Washington/Main Street Triangle, Bay Street and Railroad parcels. Because of their importance, unique configuration, infill locations and other factors, each of these locations deserve to be treated in a special manner. The Planned District designation would allow for special standards and flexibility to address each situation that is not available under standard zoning designations.
- The City will need to also consider whether certain uses, such as drive-through restaurants and assembly uses should be allowed in a revitalizing district where we are encouraging a pedestrian orientation.
- Reference Design Guidelines in Zoning Ordinance to make them effective.

Catalyst Projects: The Draft Concept Plan identifies a number of public improvement projects that would assist in achieving the Draft Concept Plan goals. A number of these projects will be considered in future Capital Improvement Program budgets and the prioritization process established for those budgets. The possible projects include: BART Station and related improvements, Union Street and Main Street streetscape enhancements, public and/or shared parking facilities for Bay Street and Main Street, crosswalk enhancement at the Five Corners intersection, a plaza at the Washington/Main Triangle, Leal Theater restoration, a greenway to Central Park, Grimmer Boulevard streetscape improvements, and catalyst investments in redevelopment projects.

Business Improvement District and/or Parking District for Bay Street: The City can assist in facilitating the formation of a BID to promote the identity of Bay Street and perhaps a parking district to utilize shared parking.

Land Assembly: Although there is now some uncertainty as to the financial resources that will be available, the Redevelopment Agency has the authority to assist in assembling parcels at keys sites through voluntary purchase agreements and, if necessary, use of its eminent domain authority.

Marketing and Tenant Improvement: The City can assist with economic development efforts by working with property owners, developers, and the tenant brokerage community.

Funding Of Implementation. The largest source of funds to realize the Draft Concept Plan will need to come from the private sector. Staff analysis suggests that there are approximately \$191 million in public improvement projects contemplated in the Draft Concept Plan, and \$500-\$750 million in existing private sector investment in land development. The private sector could be motivated to invest in the area to leverage the public sector investment. And, if zoning is modified in a way to encourage the realization of the Draft Concept Plan, development entitlements would be more flexible and thus responsive to market conditions, which would attract investment. Implementing clear zoning regulations that permit mixed-use development and higher density residential development is probably the single biggest factor in attracting the private capital needed to realize the Draft Concept Plan.

The City and Redevelopment Agency have made several funding commitments in Irvington related to the capital projects planned or underway such as the Fremont Boulevard and Osgood Road street widening projects and the Washington Grade Separation project. Until the current uncertainty surrounding future Redevelopment Agency funding is resolved, the Agency will not be able to make any significant funding commitments to additional projects. If Redevelopment Agency funding is preserved, the Agency is likely to pursue funding for the Irvington BART Station and perhaps other public improvements through an amendment to the existing Redevelopment Plan.

Grants represent another source of funds for the implementation measures. The Redevelopment Agency recently won a \$68,000 grant from the Metropolitan Transportation Commission to complete additional planning work along Bay Street to develop zoning regulations, a detailed streetscape design, and a Business Improvement District proposal. This planning work could qualify the Redevelopment Agency for additional grant sources for the capital project. Other opportunities for grant funding are the public plaza described in the Washington/Main Triangle, creek restoration activities, and the Leal Theater restoration.

Phasing of Implementation: the highest priority implementation steps are those capital projects currently underway and development of the zoning regulations needed to allow for, and encourage the private investment contemplated in the Plan.

To the extent that additional resources become available for implementation of the Concept Plan, they should be focused on the Five Corners area, which more than any other area defines the district and could stimulate new investment. The Bay Street streetscape project and shared parking facilities are two investments in this area that could provide a catalyst to new investment in the district.

In light of limited availability of resources, many of the plan's implementation efforts can be deferred until specific project proposals are submitted, the most significant of which is the BART station. Another example is Grimmer Boulevard where there are large parcels that could be developed more intensely – public improvements in this area could be timed to coincide with private sector investment in the area.

The table below highlights the implementation steps prioritized for the next few years

Description	Timeframe for completion	Estimated Cost	Project lead	Notes/Status
Districtwide				
<u>Mixed Use Zoning.</u> Modifications to Irvington Overlay zoning designation to encourage mixed use development by allowing higher density development and significant residential components, and to define parking standards and live-work space.	Nov-03	\$75,000	Planning	
<u>Rezoning Campaign.</u> Implement General Plan and Zoning Map changes to comport with Draft Concept Plan as shown in Figures 5-1 and 5-2 with cooperation of affected property owners.	Mar-04	\$75,000	Planning	To follow development of mixed-use standards. Some rezoning to occur through the Planned District approach, which would proceed on a separate track.
<u>Business Attraction Strategy.</u> Recommendations for retail and business attraction developed from assessment of district market conditions. Marketing and resource materials developed for prospective developers, tenants and brokers.	Jul-04	\$20,000	ED	New promotional material highlighting district has been developed and incorporated into citywide effort. Additional material to be developed after rezoning campaign.
<u>Design Guidelines.</u> New design guidelines from Draft Concept Plan incorporated into zoning ordinance.	Nov-03	\$10,000	Planning	New guidelines can be substituted for existing guidelines.

Bay Street

<u>Utility Undergrounding.</u> Telephone, electrical and cable distribution lines placed underground behind sidewalk.	2005	\$600,000	Engineering	Use of Rule20A funds approved for this project. Planning to begin in 2003.
<u>Streetscape Project.</u> Conceptual design in Draft Concept Plan (Figure 3.7) refined and constructed.	2005	\$4,500,000	ON	MTC Planning Grant awarded to develop detailed design.
<u>Public and/or Shared Parking Facility.</u> Parking to induce investment along Bay Street properties developed. Parking could be public or serve as shared private parking for Bay Street businesses.	2005	TBD	ON	Staff in discussions with Post Office regarding use of Post Office employee parking lot for public parking.
<u>Business Improvement District.</u> Funding mechanism established for projects such as marketing, security, and maintenance.	2004-2005	\$40,000	ON	MTC Planning Grant awarded to develop a BID proposal.
<u>Parking District.</u> Shared parking arrangements, including cost-sharing, instituted among Bay Street property owners.	2004-2005	TBD	ON	Should be developed in conjunction with Bay Street parking facility.
<u>Planned District.</u> Specific land use regulations adopted to implement a high-quality development.	Apr-04	\$30,000	ON	MTC Planning Grant awarded to develop a Planned District proposal.

Washington / Main Street Triangle

<u>Planned District.</u> Specific land use regulations adopted to implement a high-quality development.	Jun-04	\$30,000	Planning	Development moratorium to be considered.
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BART

<u>Washington Boulevard Grade Separation.</u> Overpass designed and constructed for Washington Boulevard to go over railroad and future BART tracks.	2006	\$70,000,000	Engineering	Design underway. Construction to start in 2004.
<u>Redevelopment Plan Amendment.</u> Amend Industrial Redevelopment Plan to provide funding for Irvington BART Station and related improvements.	2004	\$450,000	ON	Staff authorized to begin amendment process.

Fremont Boulevard

Streetscape Project. Street widening, sidewalks, and landscaping designed and constructed.

2003

\$4,200,000

Engineering

Project on schedule to be complete by end of year 2003.

Project Analysis:

- **General Plan Conformance:** Most of the area covered by the Concept Plan is designated Community Commercial under the General Plan and Zoning Ordinance. Much of the area is also covered by an Irvington Overlay District. The proposed Plan is largely consistent with the intent of the existing General Plan which calls for encouraging the revitalization of the commercial core of Irvington, taking an active role in reviewing BART station design plans to integrate a BART station into the community, and refining the land use plan "to foster economic vitality and a focused, pedestrian oriented commercial center." A few of the relevant General Plan policies are:

LU 2.14: A Community Commercial Center ("CCC") should be a pedestrian oriented commercial environment. To maintain an active pedestrian environment, buildings oriented towards sidewalks or public plazas and walkways shall be strongly encouraged. Retail uses shall be encouraged at the ground level.

Analysis: The Design Guidelines contained in the Draft Concept Plan "facilitate a safe and comfortable pedestrian environment for residents and patrons of commercial establishments."

LU 2.16: Development of the CCC should be guided by a design and development plan. The plan should assess the appropriate area needed for commercial uses and recommend alternative uses (including mixed use) for areas outside the identified commercial center. The plan should also identify parking strategies for the commercial area as a whole so as to foster a pedestrian oriented shopping environment. The plan should address historic preservation and design guidelines for each CCC.

Analysis: The Draft Concept Plan serves as a design and development plan, and recommends modified land uses and alternative uses (including mixed use). The plan deals with parking issues to foster a pedestrian-oriented retail area, and includes historic preservation principles and design guidelines.

LU 2.17: Each of the four historic commercial centers shall be oriented toward pedestrians to the degree feasible. New development should strengthen the "Main Street" character of these areas.

Analysis: The Draft Concept Plan for Irvington reflects this policy in its efforts to improve streetscape design and layout design guidelines for specific pedestrian-oriented streets.

LU 1: New housing development while conserving the character of the City's existing single family residential neighborhoods.

Analysis: The Draft Concept Plan identifies several opportunities for new housing development, including in the area between the railroad tracks which is currently designated for light industrial use, and in portions of the Community Commercial area, which could increase housing production while conserving the existing single family residential neighborhoods.

While the Concept Plan implements the overall vision identified for Irvington in the General Plan, some specific language and land use designations in the General Plan would need to be modified to implement the Concept Plan. As noted earlier, the Concept Plan sets forth a vision recommends some specific changes, but is not self-implementing. These recommended changes to the General Plan are follow-on actions that require separate action by the City Council. For example, the General Plan does not currently allow for predominantly residential uses as part of a mixed use project (interpreted by the Zoning Ordinance as requiring that all mixed use projects be at least

51% commercial). While the Draft Irvington Concept Plan would require ground floor commercial uses, the Plan does not foresee maintaining a 51% commercial use in mixed use projects. The General Plan would need to be modified to accommodate this change. Similarly, some areas such as the aforementioned Light Industrial area between the railroad tracks would need to be redesignated for residential use at the appropriate time when the track locations are modified. The General Plan designation of several other sites would need to be modified to allow for either residential use or for mixed use where they are not currently permitted.

Redevelopment Plan Conformance: The Draft Concept Plan conforms to the Irvington Redevelopment Plan, which has as three of its general goals:

- the elimination of adverse physical and economic conditions within the Project Area;
 - the enhancement of the historic business district in Irvington, including the attraction and retention of neighborhood serving commercial facilities, and the attraction of restaurants and specialty retail uses to make Irvington a destination point for workers in the industrial and other areas of Fremont; and
 - the creation of residential opportunities for various segments of the community, including the provision of quality affordable housing within and outside the Project Area, as required by the Redevelopment Law.
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- **Zoning Regulations:** The Draft Concept Plan recommends modifications in the Zoning Ordinance (see discussion above) to bring the Zoning Ordinance more in conformance with its approach. However, the Draft Concept Plan's makes no changes in zoning. These changes will be follow-up implementation actions that will need to be considered and adopted over the next year.
 - **Parking:** The Draft Concept Plan recommends modifications to parking requirements (for example, implementation of a Parking District for Bay Street) which will need to be implemented at a later date through modifications to the City's Zoning Ordinance. However, the Draft Concept Plan itself makes no changes in existing requirements.
 - **Open Space/Landscaping:** The Draft Concept Plan highlights opportunities to improve landscaping in the area and develop usable open spaces. The plaza at the Washington / Union Triangle and the multipurpose path in the Railroad Parcel are two examples. However, the Draft Concept Plan is not a proposal to modify or improve open space and landscaping. Such proposals would be independently evaluated if and when they are submitted.
 - **Circulation/Access Analysis:** The Draft Concept Plan suggests new circulation patterns connected with the Irvington BART Station and the Washington Boulevard Grade Separation. In some of the development concepts, new access points for possible project are suggested, too. However, the Draft Concept Plan is not a proposal to modify circulation or access for or around any property. Such proposals would be independently evaluated if and when they are submitted. Similarly, any impacts on traffic that would result from any rezoning or General Plan Amendments would be evaluated at the time of the GPA or rezoning.

Environmental Analysis: A Draft Negative Declaration has been prepared for this project. In general, the level and type of development called for in the Irvington Draft Concept Plan is consistent with the direction established for this area in the General Plan and considered in the General Plan Environmental Impact Report, 1991. The Draft Concept Plan is generally intended to indicate the City's vision for a new physical character for that development, stronger urban design guidelines for the shape and design of development, and implementation measures for achieving the underlying vision. The Draft Concept Plan also suggests that mixed-use retail/housing development could be allowed in three areas where it is not currently allowed, and that housing could be considered elsewhere in Irvington where it is not currently permitted. The Draft Concept Plan itself makes no specific changes in existing regulations and the adoption of the Plan will not in itself lead directly to higher density development, mixed-use development and/or housing development. Adoption of the Plan would indicate a direction for the City but would not commit the City Council to any specific actions inconsistent with existing policy. For example, a General Plan and Zoning Ordinance amendment would be required to allow housing in any locations where it is not currently permitted, and any proposal for housing would be subject to site-specific analysis of

environmental impacts. Any change in the zoning ordinance or any new project would be discretionary acts subject to environmental review. The environmental analysis of the Draft Concept Plan concludes its adoption would not have significant impacts on the environment. A more detailed analysis is provided within the Initial Study and Draft Negative Declaration for the project, which is included as an enclosure.

The initial study conducted for the project has evaluated the potential for this project to cause an adverse effect -- either individually or cumulatively -- on wildlife resources. There is no evidence the proposed project would have any potential for adverse effect on wildlife resources. Based on this finding, a Certificate of Fee Exemption will be submitted with the Notice of Determination after project approval, as required by Public Resources Code section 21089 (see attachment to draft Negative Declaration). The Certificate of Fee Exemption allows the project to be exempted from the review fee and environmental review by the California Department of Fish and Game.

Response from Agencies and Organizations: No written comments have been received.

Enclosures:

Exhibit "A" (Draft Irvington Concept Plan)
Exhibit "B" (Modifications to Draft Irvington Concept Plan)
Initial Study and Draft Negative Declaration with accompanying Certificate of Fee Exemption

Exhibits:

Exhibit "A" Draft Irvington Concept Plan
Exhibit "B" Modifications to Draft Irvington Concept Plan

Recommended Actions:

1. Hold public hearing.
2. Recommend the City Council find the initial study has evaluated the potential for this project to cause an adverse effect -- either individually or cumulatively -- on wildlife resources. There is no evidence the proposed project would have any potential for adverse effect on wildlife resources.
3. Recommend the City Council approve draft Negative Declaration with accompanying Certificate of Fee Exemption and find it reflects the independent judgment of the City of Fremont.
4. Recommend to Council approval of the Draft Irvington Concept Plan (**PLN 2001-0315**) and forward specific recommendations, if any.